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ABSTRACT

Advantages to employment and training agencies from linkages with higher education are reviewed as part of the American Council on Education's Higher Education/Comprehensive Employment and Training Act (CETA) Project, which was supported by the Fund for the Improvement of Postsecondary Education. The most significant benefits obtained by agencies from work with higher education have been: access to qualitatively sound, existing resources; the public legitimacy and respect that programs associated with higher education enjoy; cost-effective services; and flexibility in selecting from a wide range of resources that most colleges and universities command. A typical pattern of involvement by two-year colleges includes provision of training programs for the disadvantaged and other supportive job-related services. Other lines of local activity by colleges and universities are administrative support services, including data processing, and labor market surveys. In addition, colleges have assisted with interagency coordination, and the continuing education divisions have been a source of technical assistance and staff training for local employment and training agencies. The principal purposes of cooperation between higher education and state employment and training programs include: development of information to support new policy or program initiatives; and support for implementation and further development of new technologies for training, program planning, or administration. Higher education has also developed and disseminated significant new knowledge about statewide and national issues in the human resources area. Examples of the types of work completed are briefly described. Historical, administrative, and philosophical barriers to linkage are considered, along with the potential for future cooperation. (SW)

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AMERICAN COUNCIL ON EDUCATION

A Monograph of the Higher Education/CETA Project

Joel D. Lapin, Director, Higher Education/CETA Project — July 1982

THE CONTRIBUTION OF HIGHER EDUCATION TO EMPLOYMENT AND TRAINING PROGRAMS: PATTERNS, POTENTIAL BENEFITS, AND CONSTRAINTS

By Marilyn L. Flynn

HE 015 703

INTRODUCTION

Interest in employment needs of the disadvantaged has risen among colleges and universities during the past decade. Recent studies confirm that new linkages with the employment and training community have formed at all governmental levels.[1] The purpose of this paper is to analyze the benefits, patterns of cooperation, and future possibilities for collaboration and commitment by higher education. The paper distinguishes between uses of higher education resources at the local, state, and national level, giving a broader overview of the total real and potential impact of college and university activity than has been the case in other discussions of the issue.

ADVANTAGES TO EMPLOYMENT AND TRAINING AGENCIES FROM LINKAGES WITH HIGHER EDUCATION

Employment and training programs at every governmental level have used colleges and universities to supply research, administrative support, training, and assistance with interagency coordination. The most significant benefits obtained by agencies from work with higher education have been: (1) Access to qualitatively sound, in-place resources; (2) The public legitimacy and respect which programs associated with higher education enjoy; (3) Cost-effective services; and (4) Flexibility in selecting from a wide range of resources, which most colleges and universities command.

Access to In-Place Resources

The capability of higher education to support employment and training functions for the disadvantaged is already well matured. Public investment in colleges and universities has grown steadily since 1962. A rich array of institutionalized programs in research, formal classroom instruction, and services has been created. Newer colleges and universities have been charged with the specific mandate of serving special populations such as urban poor and minorities. Affirmative action programs have opened more employment opportunities to ethnic and racial minorities, who serve as faculty members, program administrators, counselors, and extension advisors. When employment and training programs utilize the staff and facilities of colleges and universities, one consequence is to strengthen the quality of these in-place resources. At the same time, agencies gain from the expertise already available. As one major study of Comprehensive Employment and Training Act (CETA) training programs has shown, the quality of CETA training is directly related to the quality of local training institutions.[2]

Greater Public Legitimacy for Services

A second benefit which colleges and universities bring to employment and training programs is legitimacy and public credibility. Through credit-granting mechanisms, public recognition of programs, and demonstrated institutional stability over time, colleges and universities have helped to validate the training received by CETA participants. Research by colleges and universities over

the past few years has generated many positive findings on the outcome of employment and training programs. These data can be crucially important in policy debates over program continuation and funding levels. While research results alone cannot create a climate of public acceptance, lack of knowledgeable analysis by generally accepted experts and scholars reduces chances of program survival.

Cost-Effective Services

Expenditure of employment and training funds in colleges and universities can be cost-effective. Indirect overhead costs of private firms far exceed rates established by public and private nonprofit educational institutions. While local voluntary oraganizations sometimes charge little to no overhead, they also lack the in-place resources of colleges and universities. Higher educational institutions can often mobilize considerable skilled support for research and training programs at unusually low cost by employing capable students as program staff. Faculty colleagues constitute a pool of free consulting talent on every aspect of project design and implementation. Institutional technology such as high speed computers, word processors, teleconferencing equipment, high volume facilities for mailing, and laboratories for technical development of curriculum materials are additional hidden resources whose value—but not costs—are reflected in program outputs. Perhaps the single most important factor is the professional commitment of scholars to work on problems of personal intellectual interest, which frequently leads to an investment of time and thoroughness far beyond average performance expectations.

Some colleges and universities have addressed themselves specifically to the problem of how costs of service delivery can be reduced in employment and training programs. For example, the Human Systems Group at the University of South Alabama (Mobile) has been interested in technologies for cost-reduction in publicly funded organizations. Using traditional free enterprise models and current research findings on client management systems, the group was able to reduce cost per placement for the Mobile CETA Consortium by 55% in the first six months of implementation. The university views CETA programs as an excellent opportunity to expand knowledge of how human service systems can assist clients at lower cost.

Wide Range of Resources

College and university campuses have many resources which may be purchased on a flexible, sometimes cost-reduced basis, by employment and training organizations. Examples of services include special permits for use of library facilities, automated literature search systems such as the ERIC clearinghouse, media equipment and other audiovisual aids, out-patient clinical services for speech and hearing, physical rehabilitation and counseling, buses for the physically handicapped, technical and laboratory facilities, computer and accounting services, space for meetings, and dormitory rooms when classes are not in session. State agencies have found it particularly advantageous to contract for printing, software development, and fiscal services from universities, because more rapid start-up and step-down for short term projects can be achieved.

PATTERNS OF COOPERATION BETWEEN HIGHER EDUCATION AND EMPLOYMENT AND TRAINING

COOPERATION AT THE LOCAL LEVEL

Higher education involvement with local agencies usually relates to specific occupational training programs. Problems addressed are bounded conceptually by local labor market areas, short term planning horizons, and the geographic jurisdictions of local employment and training organizations such as CETA prime sponsors.

Two-year colleges have taken the lead in responding to local needs. Their geographic boundaries often coincide with labor market areas. Career education and occupational training are a clear component of the community college mission in most states. Many two-year colleges now have long-standing cooperative programs which were begun within a few years after passage of the Comprehensive Employment and Training Act in 1973.

A typical pattern of involvement by two-year colleges includes delivery of training programs for the disadvantaged and provision of other supportive job-related services such as GED preparation or employability skills training. The private sector involvement in vocational education programs in two-year colleges has served as a building block for a three-way working relationship between local CETA prime sponsors, two-year colleges, and local industries. Similarly, employment and training agencies have been able to take advantage of prior connections between secondary schools and local two-year colleges to organize flexible educational programs for disadvantaged youth. Some colleges have functioned broadly as a hub for multiple administrative and client support tasks, ranging from client referral, assessment, and training to program monitoring and fiscal management for a local prime sponsor.

Both colleges and universities have operated extensive on-the-job training and public service employment programs for CETA participants. Because higher educational institutions are sometimes the largest industry in a community, their job slots can be a key to opening up the opportunity structure for the disadvantaged.

Other major lines of local activity by colleges and universities are administrative support services. These include data processing, evaluation research on local program impacts, staff development programs, labor market surveys, and resource sharing of staff and student interns.

The primary outcomes of linkage between higher education and employment and training agencies at the local level may be summarized as: (1) Greater volume

and mix of services available for individual clients; (2) Improved access by clients to the service network; (3) Reduction in the cost of information acquisition and exchange between agencies; (4) Better administrative efficiency; and (5) More accurate, timely information for local planning.

Direct Occupational Training

An excellent example of the depth and scope which community colleges have brought to employment and training programs is the Foothill-DeAnza Community College District in Los Altos, California. Located in the Silicon Valley, the district created an Occupational Training Institute five years ago. Training programs in electronic technology are offered, with specialties in analog, digital, microwave, assembly, drafting, and data programming.

The Institute contracts with three prime sponsors and serves as the sole education and training delivery agency for one. Faculty commitment to training CETA participants has been high. The delivery and focus of college curriculum is modified based on recommendations from a local industrial advisory board. The college conducts labor market studies regularly to clarify training needs and priorities. Length of Institute training programs varies from six weeks to nine months, with an 85% placement rate for graduates.

A joint project was developed by the University of Texas at El Paso and the El Paso Department of Human Development (CETA) to provide job skills training and some career counseling for economically disadvantaged young people, ages 16 to 21. The Department needed to: (1) Provide expanded vocational guidance and career counseling for the target participants; and (2) Provide staff training to deal with motivational, attitudinal, and behavioral factors that go along with job skills.

The project involves a 12-month internship for six to ten CETA counselors and six to ten students from the College of Education. The interns work for three hours each week with a caseload of eight to fifteen individuals, all under the supervision of project staff. The interns receive intense training through a core workshop course on vocational guidance and counseling, and at the same time enroll in regular courses in Vocational and Occupational Information and Counseling Techniques. The core activities center on group counseling in several different area high schools and community agencies in the region and encompass values clarification, decision-making, systems negotiation, self-presentation, and job and career exploration. Project outcomes are in two areas: (1) The delivery of expanded guidance and counseling services to 100 to 150 of the target participants; and (2) Training for six to ten of CETA's regular counseling staff, plus six to ten additional interns recruited from the College of Education to provide expanded delivery of vocational guidance and counseling services to the CETA participants.

Another model of training combined with extensive interagency linkages is the Tucson (Arizona) Skill Center, a unit of the Pima County Community College. The center received 95% of its funding from CETA and provides support services such as GED preparation, bilingual classes, consumer education, vocational assessment, and workshops on job search skills. Prime sponsors fund various social service agencies in the community, who in turn contract with the skill center for the job training portion of services to participants. Cooperative agreements with three prime sponsors are involved.

One of the most organizationally integrated examples of cooperation between prime sponsors and higher education, characterized by joint planning and joint participation in service delivery, is found in Baltimore, Maryland. A study conducted by Conserva, Inc. in 1980 concluded that the relationship between the Baltimore Prime Sponsor and the local vocational education programs was an outstanding instance of full coordination. The Conserva report explained that the prime sponsor and higher education relationship is:

> . . . characterized by joint use of resources, including facilities and funding, joint contribution of staff for an alternative school, and joint assessment of manpower needs in the community.[3]

A model for training which successfully incorporates the private sector is the Colorado truck driving program under the auspices of Otero Junior College. Begun several years ago, this program was initiated with CETA funds, but has been sustained by private sector donations which are now a cornerstone of the program. The CETA prime sponsor, the junior college, and more than a dozen businesses are "hauling partners" in the program, which trains commercial truck drivers for transport firms. Participants are given supervised driving experience along most of the state's highways, together with classroom instruction in the economics of the truck driving industry, safety, transportation regulation, and public relations.

Administrative Support and Program Coordination

The San Diego Community College District has served since 1975 as the delivery system for all occupational training of CETA participants from the City and County of San Diego. The college contracts with private and public schools, handles all applicant referrals, offers vocational counseling, monitors contract performance, acts as fiscal agent for participant allowance and tuition payments, and provides technical assistance and training to contractors. The college serves 2,500 participants each year, contracting with 25 institutions for provision of over 70 courses. The advantage of this arrangement is that CETA participants have flexible career choices and open-entry, open-exit training. The prime sponsors benefit from the many options for attainment of training objectives.

The University of North Iowa at Cedar Falls, a four-year institution, operates one of the four CETA Administrative Service Centers in the state for the balance-of-

state prime sponsor. The university provides weekly automated payments, weekly financial and activity reports, monthly financial reports, and year-end closeouts. Daily telephone contact is maintained with CETA staff for problem-solving and to assure timely issuance of checks to participants. This arrangement gives CETA easy access to sophisticated accounting systems at the university. Because the center is located in close proximity to the university's data processing service, computer facilities and programmers are quickly at hand as required.

Data gathering and data analysis functions in local employment and training agencies have been carried out for management by student interns, doctoral candidates, and university or college classes. For example, the University of Illinois (Urbana) has regularly placed interns with the local Champaign Consortium. Interns have assisted in collecting data to build a rational salary structure for the agency, helped to review requests for funding, staffed the private industry council in its early formative stages, and organized data for the consortium's management information system. Internships are paid out of administrative funds of the consortium and usually last seven months.

The Cambridge Office of Manpower Affairs (COMA), a department of the city government of Cambridge, Massachusetts, is operating a 16-month program related to job search education. The purpose of the project is to train interested counseling and academic personnel within the Massachusetts Community College system in the principles, methods, and techniques of the Job Factory.

In 1976, COMA devised a unique job search education program called the Job Factory. This program, a one-month long period of job search skill training and disciplined job search activity, was integrated into Cambridge's CETA activities with notable success—an overall 70% placement rate of participants who represent a wide range of occupational abilities and interests.

The City of Cambridge is a CETA consortium prime sponsor and is responsible for the management of all CETA activities within the City of Cambridge. Four other local communities are included in the consortium.

The dissemination of this approach to the 15 institutions in the Massachusetts Community College System has required some modification. The training program is offered through a six-day formal seminar. Three training seminars are being offered at separate sites appropriate to the diverse locations to the Massachusetts Community Colleges. Following training, participants may visit or participate in five days of ongoing Job Factory staff. Participants are encouraged to develop formal recommendations or adaptations of the approach within their own contexts. The objectives of the program are twofold: (1) To enhance the capabilities of college staff in their regular placement work with CETA-qualified youth; and (2) To encourage new job search education models for this group within the community college system.

Staff Development and Technical Assistance

The continuing education division in colleges and universities has been a source of technical assistance and staff training for local employment and training agencies. For example, in all Illinois public universities, employment and training professionals can obtain relevant courses on campus or off campus, on a credit or non-credit basis, at graduate and undergraduate levels. Agencies may also have courses organized and presented at the workplace through continuing education programs. Institutes, symposia, workshops, and conferences are conducted on the basis of agency interest and demand.[4] Two-year colleges have also been willing to offer "customized" courses for improvement of staff skills.

Local Labor Market Studies

The College of Business and Public Administration at the University of Arizona has provided short-run forecasts of the local economy to the Pima County Prime Sponsor. The prime sponsor has then used these forecasts to improve targeting of training programs on occupations in high demand. While research of this nature has traditionally been done by universities, community colleges have also displayed willingness and initiative in undertaking studies of this type.

Follow-up and Evaluation of Local Program Impacts

For the past three years, the Worcester (Massachusetts) Employment and Training Consortium has contracted with a local consortium of institutions of higher education. The purpose is to conduct 180-day follow-up evaluations on individuals enrolled in CETA training programs. The survey has had a significant effect on the service delivery system of the CETA consortium. Study results have identified how targeting could be improved, which training programs were most effective in helping individuals to earn above-poverty incomes, which training programs should be discontinued, and how internal goal-setting and follow-up procedures could be improved.

Improvement of Local Program Linkages

The Center for Governmental Studies at Northern Illinois University (DeKalb) completed a project focused on local coordination needs. The Center developed an inventory of services for the three-county area around the local prime sponsor. The inventory was intended to meet information needs of employment and training professionals and covered both the public and private sectors. Standardized categories for services were set up so that comparisons could be made between organizations. The inventory contained an unusual mix of services, together with the standard array usually found in social service directories.

These examples of local cooperation between employment and training and higher education show interaction around every basic aspect of local program implementation. While direct training has been perhaps

the most visible activity, administrative coordination, staff training, research, and support for local linkages have also been significant functions.

COOPERATION AT THE STATE LEVEL

State employment and training agencies have addressed problems which are beyond the scope of most local organizations. These concerns include responsibility for delivery of services in rural areas, linkages between economic (capital) and human resource development planning, provision of labor market and occupational information, training and technical assistance to staff in local organizations, coordination of policies and services at the state level, and assessment of means to improve the quality of services.

The principal purposes of cooperation between higher education and state employment and training programs have been: (1) Development of information to support new policy or program initiatives; (2) Creation of new relationships among organizations, in which the college or university acts as catalyst; (3) Support for implementation, analysis, and further development of new technologies for training, program planning, or administration; (4) Training of middle and upper management in state agencies; and (5) Articulation of responsibilities which can be most effectively discharged by higher education.

Universities have been generally more responsive to state needs and priorities than to individual localities. Not only does the broader scope of state problem-solving fit more comfortably with the university's mission to expand the base of new knowledge, but a longer planning horizon for projects is also sometimes possible. State contracts occasionally extended from 18 to 24 months, allowing more latitude for genuine developmental thinking.

Examples of Cooperation between Higher Education and State Agencies

In Illinois, state education and employment and training agencies have contracted with colleges and universities for demonstration of model projects, organization of new interagency relationships, research on labor market and occupational information, technical assistance to prime sponsors, state-of-the-art studies, adaptation of technology to meet the distinctive needs of the employment and training community, and educational programs for both local and state staff. As was true at the local level, universities have also provided administrative support.

Coordination of Linkages with Higher Education

One of the most interesting contracts with higher education was a three-year project supported through CETA 1% linkage funds, granted by the Illinois Department of Commerce and Community Affairs to the Illinois Board of Higher Education (IBHE). Through its Academic Affairs and Health Division, the IBHE facilitated exchange of information and increased contact between the state's 12 public universities and 39 community college districts with the employment and training community. The overall project goal was to promote use of existing resources in higher education by CETA funded agencies and staff. The project also attempted to give leadership and coherence to the concept of linkage within the higher education community. A key concept was the recruitment of "contact persons" at each of the community colleges and public universities, who obtained institutional sanction and resources to disseminate information about CETA to appropriate individual faculty, academic units, and other non-academic divisions. The contact persons also served as an access point to the college or university for employment and training agencies seeking information about services or technical assistance.

A resource compendium was compiled for statewide distribution. The compendium was based on a survey of course offerings, special academic programs and research units, and other services, such as data processing, which colleges and universities could offer to CETA staff. The project also provided representation for higher education on other state level employment and training committees, and acted as a clearinghouse for information on linkage issues.

The advantage of using the IBHE to perform these functions, rather than contracting with individual universities, was the credibility, authority, and existing network of contacts maintained by the higher board. The higher board was able to lend greater coherence to the total linkage effort than any single institution could have accomplished.

Structuring Public/Private Sector Ties

Universities have helped to build better ties between state employment and training agencies and the private sector in Illinois. Between 1976 and 1977, the state pioneered in strengthening the relationships between organized labor and CETA, with university intervention as a catalyst. For both historical and political reasons, neither the state agencies, the Governor's office, nor organized labor alone was able to launch a viable initiative. The Institute of Labor and Industrial Relations and the School of Social Work at the University of Illinois (Urbana) conducted a joint project with CETA 4% funds to invent new mechanisms for better exchange of resources and ideas between labor and CETA at the state and local levels. After careful study of reasons for conflict and the potential for cooperation, the university was able to obtain participation from the state AFL-CIO in structuring a formal linkage with the state manpower agency (now the Illinois Department of Commerce and Community Affairs). The position of CETA/Labor Liaison was created, and a continuing program was put in place to ensure union input, improve mutual understanding, and increase the commitment of organized labor to the success of CETA programs.

Perhaps the single most important area in which universities have served state interests is the collection, organization, and dissemination of labor market and occupational information. Under contract from the

Illinois Department of Commerce and Community Affairs, the Center for Governmental Studies at Northern Illinois University (DeKalb) has developed and implemented a system for providing local and regional labor market information to planners in employment, training, and economic development organizations. Dun and Bradstreet establishment data (1977-1981), state agency statistics on special populations targeted for services, economic and demographic projections, 1980 census data, and journey-to-work data to define labor market areas, have all been combined in a user's manual. Local planners are being trained to interpret these data as a basis for evaluating training needs and setting goals.

A university setting was advantageous for this and other labor market studies, because skilled analysts were at hand with flexible access to necessary hardware and software systems. The university milieu itself was especially conducive to productive work in this area, since the philosophy of rational planning is generally well accepted by academics. The crisis atmosphere which has burdened many state agencies recently makes in-house work on planning issues more difficult to sustain.

Administrative Support

The Office of Occupational Education at Eastern Illinois University (Charleston) has acted since 1978 as the fiscal agent for all special CETA grants to the Department of Adult, Vocational, and Technical Education (DAVTE) of the Illinois Board of Higher Education. The university carries the payroll, provides accounting services, monitors contracts, and assists DAVTE in preparing all closeout reports on projects.

Several benefits to DAVTE have resulted. The university is able to complete contractual arrangements for project start-ups quickly, even under unpredictable budgetary funding cycles and in the face of uncertainty about continuation of federal funds beyond each fiscal year. Where relatively rapid turnaround and decision making are at a premium in new programs, the university can give state agencies much-needed flexibility.

State-of-the-Art Surveys

The College of Lake County (Grayslake), a two-year institution, reviewed research and program reports on methods of granting academic credit for CETA activities. An inventory was made of all Illinois community colleges and vocational centers to determine where credit was being awarded in Illinois. Private industry councils and employers were surveyed to learn whether academic credit was actually regarded as an important requisite. Case studies were conducted in ten sites which did grant credit, to assess which CETA activities could most appropriately qualify and what problems had emerged. Procedures which CETA prime sponsors and program operators could follow in applying for academic credit were outlined, and a manual prepared.

This study reflects the capacity for community colleges to undertake research tasks which have traditionally been the exclusive domain of four-year colleges and universities. The familiarity of the community college with direct training of CETA participants and the administrative structure of two-year institutions made this institution particularly well-suited to investigate the question.

To summarize, Illinois colleges and universities have given state employment, education, and training agencies greater flexibility, skilled resources, and scope in policy and program development. As in the case of local services, higher education has contributed both to administration and direct implementation of services. The research capabilities of colleges and universities have, however, been more broadly exploited through relationships with state agencies than at the local level.

COOPERATION AT THE NATIONAL LEVEL

Universities and four-year colleges have developed and disseminated significant new knowledge about statewide and national issues in the human resources area. While the full extent of higher education involvement is not reflected by these figures, one indicator is the number of contract awards made by the United States Department of Labor (USDOL). Between October 1977 and September 1980, of 333 major research and development projects funded by USDOL, 112, or 37% were awarded to universities.[5] Among these 112, over half (52%) were made for studies of the labor market and the labor force—perhaps the area to which higher education has made the single greatest contribution outside of direct programs and services to participants by two-year colleges.

University research and development projects on employment and training range from state-of-the-art studies to conferences for promoting research utilization. Examples of the types of work done may be described under the following categories:

Reviewing Current Knowledge and Collecting Basic Data as a Foundation for Current or Proposed Employment and Training Activities

Perhaps the largest single study under university auspices was the National Longitudinal Survey of Labor Force Behavior, a joint project of Ohio State University, the Department of Labor, and the Census Bureau. Data have been collected for more than ten years on a national sample of youth, women, and older men in the work force. More than 55 publications have been produced at Ohio State alone from this survey.

Measuring National Impacts of Current Programs and Policies

Ohio State University carried out one of the first statewide studies of CETA implementation in 1977, focusing primarily on how local prime sponsors organized to meet requirements of CETA legislation. The study was later extended to nine other sites elsewhere in the country.

The Employment Services (ES) has also been the object of several research efforts, including work by the University of Pittsburgh to analyze the influence of ES on the labor market, and a study by the University of Missouri which assessed ES productivity.

Formulating, Implementing, and Assessing New Models for Service or New Forms of Labor Market Organization

The University of Texas at Austin has been involved in several demonstrations of new models for service delivery to populations targeted by employment and training programs. The university has set up a one-stop center for registration of youths interested in admission to apprenticeships. The centers are acting to centralize and shorten the application process and the initial screening for all apprenticeable occupations in Houston, Texas, and Portland, Oregon. Individuals receive information on apprenticeship opportunities, remedial education, supportive services, and testing. These services are intended to help young people qualify for apprenticeship openings.

Evaluating Potential Impacts of Proposed Programs or Policies

The University of Wisconsin conducted a comprehensive research project on the potential effects of a national welfare reform proposed during the Carter Administration. The university examined the outcomes of pilot reform projects on such variables as the stock of low-wage jobs, characteristics of employees in these jobs, movement in and out of the labor market, demand for available public service employment, and relative unemployment rates among those in the pilot projects and those not eligible.

Identifying New Populations Likely to be Unemployed

Several CETA-funded studies have examined groups who may be underserved or unserved by employment and training programs. The University of Connecticut studies the problems of women who were about to lose eligibility for benefits from the Aid to Families with Dependent Children program. The services necessary to help these individuals locate and maintain employment were described, and the feasibility was assessed of setting up special units in the Work Incentive Program which would meet their needs.

Assessing Needs and Characteristics of Populations Targeted by Employment and Training Programs

Northwestern University (Evanston, Illinois) explored the question of successful adaptation to work by Hispanics, blacks, and whites. Male and female employees in three types of firms were studied. The purpose of the research was to determine whether work experiences of white men were significantly more positive than for minorities and females. It was hypothesized that white men have greater stability, more opportunities for mobility, and better rewards at the workplace than members of minority groups and women. The study described factors which influence whether an individual becomes a successful or unsuccessful member of the work force.

Developing New Methods and Technologies for Data Collection and Analysis

Columbia University (New York City) completed a project whose main purpose was the development of a general econometric model linking the metropolitan economy to the national economy. The model should improve the ability of states and localities to forecast economic activity in the labor markets of small areas. In a related project, the university also attempted to improve the accuracy of models currently used by state employment security agencies in generating occupational employment statistics. The project provided recommendations to local and state government agencies on data needs, classification methods, and forecasting model improvements for different labor market areas.

Improving the Utilization of Research

In 1979, the University of Arizona (Tucson) held a national invitational conference in cooperation with the Secretary of Labor to discuss results of the National Longitudinal Surveys of young men and young women. Temple University (Philadelphia) sponsored a similar gathering in 1978, to review National Longitudinal Survey findings on men in their pre-retirement years. Topics such as labor force participation, health, employment patterns, and the transition from work to retirement were discussed.

Conferences to promote research dissemination were a regular part of faculty activities in all universities which received institutional grants for curriculum development from USDOL. The Human Resources Institute at the University of Alabama, for example, held a 1980 conference on "The Practitioner and Researcher: Interrelationship in Employment and Training." The conference represented the first attempt in the region to convene these groups. The purpose was to facilitate communication and utilization and dissemination of research results to persons responsible for program administration in the employment and training field.

Providing a Forum for Exchange of Ideas and Problem Analysis

In 1979, Rutgers University (New Brunswick, New Jersey) held the first scientific workshop on the status of employment, unemployment, and underemployment of Asian/Pacific Americans. Professional papers were given at this meeting, which was attended by scholars representing various ethnic groups such as Japanese, Chinese, Filipinos, Koreans, Vietnamese, and Asian Indians. The conference agreed that current reporting methods and population statistics underestimate the magnitude and severity of employment problems among Asian/Pacific Americans.

Preparing Current and Future Professionals in the Employment and Training Field

On-campus curriculum development and models for interdisciplinary teaching and certification in human resource specializations have been evolving since 1974, through USDOL grants. In a series of three-year grants to a total of 29 colleges and universities, USDOL has spent approximately $2.5 million annually for the past eight years to build teaching commitments and instructional resources. These grants have stimulated faculty interest in preparing undergraduate and graduate students for careers in the employment and training field. Grants

have also been used to organize regional training institutes for CETA prime sponsors as a means of increasing management and planning potential. Harvard University, for example, conducted a national institute for employment and training administrators, which attracted participants from local, state, regional, and federal CETA funded organizations.

Thus, research by universities under national sponsorship has frequently involved multi-state population samples, meetings drawing from a national or international pool of scholars, and above all, a focus on innovations in knowledge or policy. As with state funded research, studies of the labor market and labor force predominate. Federal funding has also stimulated multi-university curriculum development in human resources in all regions of the country.

HISTORICAL, ADMINISTRATIVE, AND PHILOSOPHICAL BARRIERS TO LINKAGE

Historical Problems

Participation by colleges and universities in employment and training programs has been slow to develop and uneven in extent over the past twenty years. Several factors in the early organization, staffing, and funding of Great Society programs during the 1960's hindered linkages and left problems which linger to the present.

The Economic Opportunity Act (1964) and the Manpower Development and Training Act (1962) had few planned or desired linkages with higher education, other than the Upward Bound program. The ideology of the 1960's was unfavorable to such linkages. Architects of the Great Society and local leaders of the poor people's movement shared a common bias against professionalism and institutionalized expertise. The staffing of Great Society programs by members of groups which the programs were intended to serve, and by others with non-traditional backgrounds, entrenched this bias, especially against universities. Although the research capabilities of universities were at first highly valued, and the federal government spent nearly one billion dollars on evaluation of the Office of Economic Opportunity programs, little impact on policy development or program operation was made. Perhaps the worst consequence was to enforce further the image of universities as critics, rather than partners, in the employment and training network.

Categorical funding of employment and training programs in the 1960's caused communities to compete with each other for federal support. Some localities received virtually no resources. Others were awarded contracts for purposes which had little relationship to higher education. Therefore, possibly as many as two-thirds of the nation's local governments and community-based organizations entered the 1970's with no experience in working with colleges and universities. Furthermore, even where higher education institutions had been used for classroom training, early evaluation studies showed low to negative cost-benefit ratios, especially when compared with on-the-job training. Initial experiences with universities as contractors for Job Corps sites also proved disappointing.

Philosophical Conflicts

It is not surprising, therefore, that after passage of CETA in 1973, differences in philosophy and "turf" divided the higher education community from employment and training organizations. The broader mission of colleges and universities and their longer term, developmental orientation to students seemed to clash with the targeted, short term focus of CETA funded programs. Disputes over performance standards on contracts readily emerged, particularly as the emphasis on rapid private sector placements for CETA participants intensified after 1976.

Community colleges proved to be the most flexible in overcoming obstacles of this nature, although CETA participants in some two-year colleges remained subject to labeling and isolation in the student body.

For four-year colleges and universities, the partnership with CETA has continued to be more tenuous, because philosophical differences have been more resistive to change, especially on long-established campuses. One persistent difficulty has been the use and purpose of CETA-supported research.

Employment and training programs at the state and local level have been reluctant to contract with universities and colleges for research. Part of this unwillingness derives from the tension which has often arisen between the researcher—whose obligation it is to analyze and criticize—and the program administrator, who needs to promote organizational stability and political acceptability as a basis for continued program operation.[6] The more serious disagreements in this respect have arisen in relation to how research results should be produced. Universities have concentrated on analytically interesting results, which are, however, sometimes expressed in ways that have little meaning to employment and training agencies. Similarly, agencies have avoided placing genuinely sensitive questions in the hands of skilled research teams and instead have contracted for work on problems of marginal importance.

One encouraging change has gradually taken place in the design and reporting of externally-sponsored university research. Mutual planning by the agency and the university as to methods of data collection, interpretation, and reporting is more common. Agency staff may even collaborate directly in various stages of the research, such as assisting with interviews. The academy remains free to publish and circulate knowledge in scholarly circles, while the agency is more apt to obtain an analysis in applicable, useful form. The research product is thus jointly, rather than unilaterally, defined.

Administrative Obstacles

One of the most fundamental differences between agencies in the employment and training community and higher education institutions is the way in which deci-

sions are made. Outside agencies often make the mistake of assuming that colleges and universities operate on a "top down" administrative model. By contrast, as one study described the problem:

> Colleges have a strong tradition of shared governance and decision making which precludes fast action. . . . Another critical difference occurs in terms of authority and control. In most work organizations the higher one's position the greater the authority to direct and control subordinates. In many community colleges, however, the authority lies with the faculty—and those in management cannot and/or will not control the faculty.[7]

Because of this diffuse decision-making structure in colleges and universities, communication with external agencies can be one of the most formidable linkage problems. No single individual or unit stands out as an access point to university resources. Many universities and colleges lack formal internal channels for wide distribution of requests for proposals issued from state or local agencies. Faculty are not accustomed to consulting some of the sources which employment and training agencies have used to announce requests for bids, such as local newspaper advertisements. Educational institutions can appear maddeningly slow or unresponsive in reaching commitments for action.

Differences in funding cycles have introduced a number of linkage problems. The academic calendar does not coincide, as a rule, with state and federal fiscal years. The potential for disruption is therefore great, when, for example, notification of contract awards (or denials) arrive simultaneously with the beginning of a new term. Teaching assignments must normally be made several months in advance, as are appointments for student assistantships. Unlike private consulting firms, colleges and universities do not have staff on hand who can be quickly shifted from one line of activity to another. A recruitment and start-up period of at least three months is usually necessary.

The basis on which contracts are made—for short periods alternating with intermittent months of no funding—creates a related problem. Research, curriculum design, technology development, and effective teaching are inherently on-going activities which require cumulative experience. Continuity from one project to the next is essential to maintain institutional commitment and to build productive, skilled teams. Funding discontinuities in an area new to colleges and universities, such as the employment and training field, cause repeated rebuilding and dismantling of capable working groups. For some institutions, the ultimate decision is not to seek further project support.

Other administrative difficulties have been cited in studies of patterns in cooperation between education and employment and training programs. Colleges and universities have not always been able to deliver services at geographic sites most advantageous to agency staff or clients. The structure for granting academic credit, based on traditional in-residence semester (or quarter) requirements, has clashed with the open-entry, open-exit system necessary for focused training of participants to achieve short term objectives. The indirect cost rate on contracts—when paid at all—by local prime sponsors or state manpower agencies has been only a fraction of the negotiated federal rate. From an administrative viewpoint, institutional rewards have been much greater when faculty sought federal contracts.

To summarize, a significant, positive role for higher education in the employment and training network was delayed historically by the nature of early manpower legislation. When more widespread involvement was attempted after passage of the CETA legislation, several difficult administrative issues arose. These problems—such as timing of contract awards, communication, and agreement on research planning—tended to reduce the capacity of colleges and universities to cooperate quickly or responsively.

THE POTENTIAL FOR FUTURE COOPERATION

In its analysis of approaches to cooperation between education, employment, and training organizations, the U.S. Department of Labor concluded, "The first step in cooperation is to realize the difficulty."[8] There does seem to be consensus that willingness to communicate, mutual planning, and clarity in procedures or objectives will resolve differences in funding cycles, administrative style, and philosophy. The leadership qualities and personal effectiveness of institutional representatives are a key to overcoming barriers.[9]

Examples of federal, state, and local cooperation have shown cooperation is possible around almost any set of tasks. Most structural and historical obstacles to cooperation can in fact be eliminated through good communication, management, and joint planning. The attitudes in higher education are positive toward future cooperation with employment and training programs.

The future of higher education involvement will hinge on how states implement increased responsibilities for employment and training programs. The federally funded research, training, and development activities carried out by higher education will have to be supported to a far greater degree by state agencies. To date, the perspectives of state and local agencies have been more narrow than that of the federal government. In particular, states have not supported basic curriculum development for training of future professionals. Nor have states fully exploited the research and development potential in higher education.

A project which evaluated CETA and education linkages in Illinois concluded that the single most essential prerequisite for cooperation was statewide coordination:

> Without a state plan at least subscribed to and supported, a sense of the most exemplary model programs that have the most positive results, and an agreement on targeting and priorities, the state . . . will probably [have] few successes and no cohesiveness . . .[10]

The challenge of this decade will be to retain the gains which have been made since 1973, make deeper use of higher education resources to foster employment and training activities, and create a coherent state posture on desired outcomes of cooperation. The legislative mandates which spurred so many of the linkages beween education and CETA in the 1970's may be modified or disappear. The CETA legislation may be fundamentally altered. However, the concept of linkage should not be tied to any particular program entity in the employment and training network, but rather to the on-going, flexibly evolving commitment made by higher education to the development of human resources.

Footnotes

[1] Paul Sultan, *CETA Linkages in Illinois: Executive Summary* (Edwardsville: Southern Illinois University, September 1980), p. 10; *CETA/Higher Education Newsletter*, Vol. 1, No. 3 (Columbus: Center for Human Reources Research, Ohio State University, June-July 1981); United States Conference of Mayors, *CETA Vocational Education Coordination: Highlights of Selected Studies* (Washington, D.C., January 1981), p. 7; Middle Cities Education Association, *A Project to Describe and Evaluate the Impact of the 1976 VEAs Upon CETA-Postsecondary Vocational Programs and Organizational Linkages with Emphasis on the Utilization of CETA 5% Monies* (East Lansing, Michigan, March 1979), pp. 165-171.

[2] Garth Mangum, "Training in Hard Times," *Adherent*, p. 12.

[3] Sally M. Brower, *Mechanisms for Vocational Education-CETA Coordination: A State-of-the-Art Report*, Vol. II (Raleigh, N.C.: Conserva, Inc., January 1980), pp. 12-18.

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[5] United States Department of Labor, Employment and Training Administration, *Research and Development Projects, 1981 Edition* (Washington: Government Printing Office, 1980).

[6] Marilyn L. Flynn and James J. Stukel, "The University and State Sponsored Research: A Faculty Perspective," *State Policy Research at the University of Illinois* (Final Report of the President's Assembly on State Policy Research, Institute of Government and Public Affairs, Urbana, Illinois, 1978).

[7] Joel D. Lapin, *Exemplary Organizational and Programmatic Linkages between Publicly Funded Community Colleges and CETA Prime Sponsors: Models for Maryland* (Catonsville, Maryland: Catonsville Community College, May 1981), p. 8.

[8] United States Department of Labor, Employment and Training Administration, *Coordination of CETA and Vocational Education: Technical Assistance Guide* (Washington: Government Printing Office), p. 5.

[9] Minnesota CETA-Education Task Force, *Planning Together: A Guide for CETA and Education Program Planners* (St. Paul: Minnesota CETA-Education Task Force, August 1979), pp. 2-3, 9-10, 14.

[10] Trust, Incorporated, *CETA/Education Linkages: Case Studies and Recommendations* (Chicago: Trust, Incorporated, 1981).

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The views expressed in this monograph are those of the author, not necessarily those of the American Council on Education.